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ABSTRACT

A survey was conducted to determine ways to stimulate and encourage more scholarship and research by blacks on questions of educational policy relating to the needs of blacks. An informal survey of 32 black educators and social scientists investigated the following areas: the inadequate supply of competent black researchers, the training of black researchers, the conditions of service, the funding and funding sources of research, the discrimination encountered based upon race, and difficulties with publishers and publications. Recommendations based on survey responses include the following: implementing specific steps to increase the pool of blacks who are competent to conduct policy research on questions relating to the educational needs of blacks; identifying predominantly black institutions where major research on the educational needs of blacks can be conducted; reexamination by funding sources of grant patterns and procedures with respect to equity and fairness concerning research related to the education of blacks; increase of foundation support to existing institutes whose mission is the study of problems related to the educational needs of blacks; assuring appropriate representation of blacks on administrative staffs and boards that make and administer educational policies; and providing more equitable treatment in publications and journals of research on the educational concerns of blacks. (SW)

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THE BLACK EDUCATIONAL POLICY RESEARCHER: AN UNTAPPED NATIONAL RESOURCE

BY

STEPHEN J. WRIGHT

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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National Advisory Committee on
Black Higher Education and
Black Colleges and Universities

DECEMBER 1979

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DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
NATIONAL ADVISORY COMMITTEE ON
BLACK HIGHER EDUCATION AND
BLACK COLLEGES AND UNIVERSITIES
WASHINGTON, D.C. 20202

November 1, 1979

Honorable Patricia Roberts Harris
Secretary
Department of Health, Education, and Welfare
Washington, D.C. 20201

Dear Ms. Harris:

On behalf of the National Advisory Committee on Black Higher Education and Black Colleges and Universities, I am pleased to submit an interim report on the status of Blacks in higher education, The Black Educational Policy Researcher: An Untapped National Resource.

This report emanates from the Committee's concerns about the paucity of research and scholarship by Blacks on questions of educational policy related to Blacks in America. It is this Committee's position that if decision-makers are to increase educational opportunities for Blacks, then the work of Black researchers and scholars on the problems of Blacks must be stimulated and encouraged. In this context, this report sets forth reasons for the paucity of research and scholarship, recommends remedies to the problem, and suggests ways and means for disseminating the results at the local, State, and Federal levels.

We are grateful for the opportunity to stimulate national attention to the issues that impede the improvement of higher educational opportunities for Black Americans. It is our expectation that this report and the concluding recommendations will assist the Federal government in initiating and continuing efforts for achieving this end.

Sincerely,

Elias Blake, Jr.

Elias Blake, Jr.
Chairperson

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF EDUCATION
NATIONAL ADVISORY COMMITTEE ON
BLACK HIGHER EDUCATION AND
BLACK COLLEGES AND UNIVERSITIES
WASHINGTON, D.C. 20202

November 1, 1979

Honorable Mary F. Berry
Assistant Secretary for Education
Department of Health, Education, and Welfare
Washington, D.C. 20201

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FOREWORD

The National Advisory Committee on Black Higher Education and Black Colleges and Universities was established by the Secretary of Health, Education, and Welfare in 1976 to advise and make recommendations to the Secretary, the Assistant Secretary of Education, and the Commissioner of Education on all aspects of the higher education of Black Americans. In undertaking this task, the Committee has approached its mandate by developing a Plan of Action which calls for the production of various reports highlighting the status of Blacks in higher education and offering recommendations based on the findings of those reports.

The Black Educational Policy Researcher: An Untapped National Resource, is the third in a series of committee reports geared toward impacting education policy and to attract national attention to the problems of participation by Blacks in higher education. The concerns of this report derive from Goal IV, Section B of the Committee's Plan of Action. Goal IV pertains to "National Program Objectives and Systems Supports," and Section B calls for "The stimulation and encouragement of more scholarship and research by Blacks and the promotion of the results at the regional and state levels" (Charter Area #5).

The previous reports in the series, Access of Black Americans to Higher Education: How Open is the Door, and Black Colleges and Universities: An Essential Component of A Diverse System of Higher Education, explored, respectively, the barriers to increased participation of Black Americans in postsecondary education and some of the ways that access could be facilitated; and the need for encouraging institutional diversity and pluralistic educational structures as a necessary vehicle for meeting the future needs of Black students. On the matter of diversity, the second report stresses the commitment that Black institutions have shown historically and continue to demonstrate to minority and low income students. In view of this responsiveness to the special requirements of racial and ethnic groups, the report concludes that the viability of these institutions must necessarily be ensured.

This report addresses the complementary issue of the solid research and scholarship base that will be required to undergird decision-making at the State, local and Federal levels if substantial improvement of Black educational opportunity is to occur. The concern identified by the Committee is straightforward: there is a paucity of useful research and scholarship on the subject and even less such information by Blacks. In accordance with its Plan of Action, therefore, and based upon the related Charter Area, the Committee commissioned this

study in which a simple, informal survey of 40 knowledgeable Black educators and social scientists were asked to state their opinions not only with respect to the paucity but to remedies for it. All of these individuals were chosen for their knowledge and experience in Black higher education and/or research in the area.

Reasons advanced by respondents ranged across six categories related to: (1) the inadequate supply of competent Black researchers, (2) the training of Black researchers, (3) the conditions of service, (4) the funding and funding sources of research, (5) the discrimination encountered based upon race, and (6) difficulties with publishers and publications. Direct comments by respondents were analyzed, and the emergent recommendations grouped and discussed under seven broad areas.

The Committee extends special appreciation to Stephen J. Wright, former vice-president of the College Entrance Examination Board, whose many years of service to Black higher education and profound insight into the problems that prevail in that area have been applied to the question with such fruitful results. It is also appropriate to acknowledge others whose diligence has led to the production of this report: to the Program Delegate, Ms. Carol Joy Smith, who supervised the successful completion of this report; to Clifford V. Johnson who assisted in the editing and the preparation of the report for publication. Special thanks are due to Clifton Lambert for the design of the committee's logo.

Elias Blake, Jr.
Chairperson

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INTRODUCTION

If substantial improvements are to occur in educational practice in America relative to the needs of Blacks, decision-making at the Federal, State, and local levels must be undergirded by a considerable base of research and scholarship. Too little attention has been devoted to those areas of which the following may be cited as most crucial: lower performance levels by Blacks on major standardized tests; the effects of social and economic deprivation on educational achievement; the importance of reinforcing positive self concepts; the effects of high school counseling on educational aspirations; and the increasing attrition rates of Blacks in two and four year colleges. The paucity of research and scholarship on these subjects is particularly glaring in the case of Black scholars and researchers.

The purpose of this report is to suggest effective ways and means of stimulating and encouraging more scholarship and research by Blacks on questions of educational policy relating to the needs of Blacks. In the development of this paper, two basic assumptions are made:

1. That the need for such research by Blacks is of very great importance.

2. That effective ways and means of stimulating and encouraging the research must be based on the identification and analysis of the reasons for the paucity of such research.

To approach this issue, a simple informal survey was made of 40 Black educators and social scientists. All of the individuals surveyed were chosen for their knowledge and experience in Black higher education research and were asked to state their opinions with respect to the paucity and to remedies for it. Although there was considerable variation from person to person, their responses may be grouped into six categories related to: (1) the inadequate supply of competent Black researchers, (2) the training of Black researchers, (3) the conditions of service, (4) the funding and funding sources of research, (5) the discrimination encountered based upon race, and (6) difficulties with publishers and publications.

In the second half of this report, the direct comments by respondents are analyzed and the emergent recommendations grouped and discussed.

IMPORTANCE OF RESEARCH BY BLACKS ON QUESTIONS OF EDUCATIONAL POLICY AFFECTING BLACKS

The great majority of the major studies affecting Blacks in America have been conducted by white social scientists and educators. Gunnar Myrdal's An American Dilema, James Coleman's Equality of Educational Opportunity, Earl McGrath's The Predominantly Negro Colleges and Universities in Transition, and Christopher Jencks' Inequality: A Reassessment of the Effect of Family and Schooling in America, to name just four of the most widely quoted, were all conducted by white investigators. And except for the important work being done in the Institute for the Study of Educational Policy at Howard University, supported in large part by the Ford Foundation, the situation has changed very little over the years. Furthermore, where substantial funding is involved, the Institute for the Study of Educational Policy, and in a more limited way the Institute for Services to Education, may be the only exceptions. In fact, a major study of Black colleges is currently being conducted by Dr. Morris Keeton, and the staff work of the new Commission on the Higher Education of Minorities is being conducted by Dr. Alexander W. Astin. Both are white. However, there are Black members on the Advisory Committee of the Keeton study and there are Black members of the Commission.

The problem has been that the findings, conclusions and recommendations of the studies done by whites have tended to be taken as pure, objective truth when the fact of the matter is that there is no such thing as pure objectivity in the social science-education research area. Indeed, some of the most critical elements in such research are influenced, if not determined by the researcher's concerns, prejudices, biases and beliefs. These elements include the following:

- The choice of the problems to be investigated
- The way the problems are formulated
- The hypotheses selected to be tested
- The basic assumptions made
- The choice of and weights given to the evidence collected and analyzed
- The way the facts are interpreted
- The inferences that may be drawn
- The recommendations that may be made.

This is by no means a new observation. Gunnar Myrdal made a similar observation some 35 years ago (Myrdal, 1944, p. 1035):

> In the light of the history of scientific writings on the American Negro problem, the biased notions held in previous times... stand out in high relief against the better controlled scientific views of today...Full objectivity, however, is an ideal toward which...we can never reach. The social scientist, too, is a part of the culture in which he lives and he never succeeds in freeing himself entirely from dependence on the dominant preconceptions and biases of his environment. (Emphasis supplied.)

Black social scientists and educators, too, undoubtedly bring their concerns, preconceptions, biases and beliefs to research on questions of public policy relating to the educational needs of Blacks, but the high probability is that they would also bring very different preconceptions, perspectives and more sensitive backgrounds to the total research effort, as well as different insights and perhaps different interpretations of the data and, therefore, quite possibly different recommendations for dealing with the stubborn educational problems that confront Blacks.

Of equal importance is the imperative need for Blacks to participate in the solution of educational problems that deeply affect them. One of the most important ways to do so is in the policy research which so frequently provides the information that is the foundation of the educational policy designed to deal with those problems. Beyond the special insights and perspectives that Blacks will bring to policy research affecting their education, there is an urgent need for many more concerned researchers to investigate the plethora of factors that impede the progress of Blacks toward real equality of opportunity in all phases of higher education, but especially graduate and professional education. Moreover, the chances are that such researchers would come from the Black community, if adequate stimulation and encouragement, along with conducive conditions were provided.

METHODOLOGY AND SOURCE OF DATA

As indicated above, effective ways and means of stimulating and encouraging more research by Blacks on questions of public policy relating to the educational needs of Blacks must address the reasons for the paucity. This, in turn, requires the identification and the analysis of those reasons. And given the complexity of the problem,

it is important to identify as many of the reasons as possible. In this connection, it appeared to be advisable to seek the views of qualified individuals whose training and experiences provided them with extensive opportunities to observe the problem from a number of perspectives.

For the reason stated above, a simple, informal questionnaire-letter was sent to 40 knowledgeable Black educators and social scientists to seek their opinions not only with respect to the reasons for the paucity but also their opinions with respect to remedies. These educators were chosen on the basis of their knowledge and experience with respect to the higher education of Blacks or their research and writings on the higher education of Blacks. Some, of course, qualified on both criteria.

The questionnaire-letter asked the following questions:

1. What are the reasons for the paucity of research by Blacks on questions of public policy relating to the educational needs of Blacks?

2. What, in your judgment, can be done to stimulate and encourage more such research?

3. What suggestions would you have for getting the results of my study before educational policy makers at the federal, regional and state levels?

Of the 40 sent the questionnaire-letter, 32 (80 percent) responded. The responses, together with views of the writer, are summarized below.

IDENTIFICATION OF REASONS FOR PAUCITY OF RESEARCH BY BLACKS

The many reasons advanced for the paucity of research by Blacks on questions of public policy relating to the higher education of Blacks can be grouped under the following headings:

1. Those relating to the inadequate supply of competent Black researchers;

2. Those relating to the training of Black researchers;

3. Those relating to the conditions of service of Black faculty members;

4. Those relating to the funding and funding sources;

5. Those relating to discrimination based on race:

6. Those relating to publishers and publications.

Inadequate Supply

The respondents make the obvious but highly valid point that a major reason for the paucity is that the number of Blacks who are adequately trained in research in the social sciences is very small -- both relatively and absolutely. This, of course, is related to the gross under-representation of Blacks among the holders of the doctoral degree and while the number of doctoral degrees awarded Blacks has increased significantly in recent years, the number awarded annually still amounts to less than four percent of the total. Another limiting factor has been the fact that research has not offered Blacks promising careers. Thus, even those with the necessary training have found the fields of teaching and administration more inviting.

Training of Black Researchers

With respect to training, the problems begin at the undergraduate level. Too few Blacks pursue courses at this level which prepare them for graduate study in research -- particularly such courses as logic, mathematics and statistics.

At the graduate level, Black students are confronted with a set of problems which appear to be endemic to major graduate schools where the overwhelming majority pursue their doctoral study. It is a well known fact, for example, that many young graduate students tend to pursue an aspect of the research interest of certain major professors whom they admire. For the black graduate student, however, there are very few, if any, such role models devoting major effort and resources to the study of policy questions relating to the educational needs of Blacks. In addition, Black students rarely have the opportunity for a mentor relationship with leading research professors. Such relationships can obviously be critical to the training and development of researchers, without reference to field. As one respondent put the matter: "Most (White) graduate students are introduced to the refinements of research and to the 'important' people through their special relationship with one or two faculty, called a mentor or mentors. The mentor relationship is rarely available to Blacks...From the mentor relationship the recent graduate usually develops his own scholarly credentials..."

An equally serious problem is the tendency of many professors in major graduate schools to discourage Black students from selecting Black

oriented problems for investigation. One respondent explained the practice as follows:

> In white institutions, Blacks were frequently discouraged from undertaking research on policy problems relating to Blacks. This advice seemed to be motivated by two perspectives: (1) Some professors counselled students to consider themselves scholars and researchers, capable of dealing with a range of issues, not simply Black issues; (2) Some professors advised Blacks against undertaking research on Black problems because of the difficulty of maintaining objectivity and the expected scholarly stance of 'neutrality'. Thus Blacks were often the victims of racial steering--away from the area of public policy regarding the educational needs of Blacks.

Given the problems described above, it is no wonder that so few Blacks leave graduate schools with a burning desire to study in depth those policy questions concerned with the educational needs of Blacks.*

Conditions of Service of Black Educators

The concentration of Black college faculty is, unquestionably, in the Black colleges and universities. The majority of these institutions are small, underfunded institutions that place their major emphasis on undergraduate work. Thus the conditions of service in these institutions contribute significantly to the problem of the paucity of policy research on questions relating to the educational needs of Blacks. These conditions include (Thompson, 1973, pp. 155-162):

- Heavy teaching loads
- Little or no released time for research
- Very limited funds (or none at all) for research
- Very little emphasis on research as a criterion for promotion in salary or rank

*This writer experienced a similar problem as a graduate student years ago. Eager to do a dissertation entitled "A Study of Certain Attitudes Toward the Education of Negroes Since 1865", he had a difficult time persuading his advisors that this was a worthy subject for scholarly investigation.

The respondents emphasized, in a variety of ways, the conditions of service in the Black institutions as a major contributor to the paucity problem. Note the following examples:

1. "Most Black faculty are in the Black institutions of higher learning where research is not formally expected. Most (institutions) have no research tradition. Characteristically, the most promising scholars in these institutions are overloaded with classroom teaching, student counseling, and administrative chores. Little or no time is left for creative scholarship."

2. "Black scholars in the main have been in situations which were not conducive for research. They were teachers in poorly financed institutions which did not provide funding time for research; their teaching loads were heavy to the degree that research would be burdensome..."*

3. "The priority of teaching rather than the research function in institutions where Blacks are concentrated and where the pressing needs of under-prepared students and heavy teaching loads made any kind of research difficult."*

The situation described above is exacerbated by the fact that only six Black institutions -- Interdenominational Theological Center, Meharry Medical College, and Atlanta, Howard, Morgan State, and Texas Southern Universities -- confer doctoral degrees, and the programs in all but one (Howard) are small and limited with respect to fields. In other words, the paucity of doctoral degree conferring institutions is also an important contributing factor to the paucity of Black-oriented research.

Respondents from the predominantly white universities indicated that there are also problems in these institutions that contribute to the paucity problem:

1. "Black scholars at major institutions of higher learning devote an inordinate amount of their time in official and unofficial ways to meeting the needs and concerns of Black students. In

*It is important to note that the conditions described above are not peculiar to Black institutions but to most similarly situated institutions.

other words, their time schedule is heavily service oriented...Sometimes white professors will not approve research activities which they consider threatening to their pet theories."

2. "...Such work (research on Black problems) is undervalued at critical times of promotion, reappointment, etc. In these days of retrenchment, it is deemed 'treacherous' to try new and different kinds of research."

3. "There is lack of respect by colleagues for Blacks who work on subject matters about Blacks."

There is also a very different kind of problem but very serious in its own way, as one respondent pointed out, namely, that "there are very few Black professors in research universities where a significant portion of the load is routinely set aside for research".

In addition to the necessary intellectual capacity, training and interest, substantive scholarship and research in any area require, at the minimum, time, money and a conducive atmosphere. These conditions, apparently, have not been met in most respects where policy questions related to the educational needs of Blacks are concerned in either the predominantly Black or predominantly white institutions.

Funding and Funding Sources

Reference has already been made to the inadequate funding of the typical Black institution and the effect this has had on the problem of the paucity of policy research by Blacks on questions relating to the educational needs of Blacks, but the funding of research undertaken by Blacks and the sources of the funding are more subtle and complex problems. The respondents agree, of course, that inadequate funding is a major source of the problem of paucity but their explanations vary as the following examples show:

1. "Grant agencies tend to control the number of minorities who participate in educational research through a grant process that reinforces the values of majority researchers."

2. "Funding agencies do not recognize that minority researchers tend to ask different questions of the same data than a member of the majority. Failure to recognize this causes the funding agencies to believe that there is nothing new

to study in a particular field if there are studies in that field that have been conducted by whites."

3. "Little funding has been available to enable Black researchers to carry on projects of any depth or significance. When studies were made of Black achievement or presumed capabilities, they were usually conducted by white researchers, often with particular biases."

4. "...funding for research, particularly from private sources, but also from government, shows a range of academic and ideological biases which serve to reduce Black participation..."

5. "...The peer review process, particularly in government, is insufficiently diversified and does not include enough people who consider the questions that Blacks wish to study important enough to award research grants for their study. I personally have had research proposals turned down because reviewers stated that the questions I wanted to study ignored the findings of Riesman and Jencks and therefore could not make a contribution to the evolving body of knowledge in which Riesman-Jencks' findings were significant links. I proposed a comparative study of a relatively small northern white college with an open admissions policy for part of its student body and a relatively small black college that also had an open admissions program for some of its students. The study was for the purpose of assessing the validity of standardized tests and other indicators in predicting success in one's academic career and, after graduation, in one's occupational career. The study was turned down and one referee reported that such a study would not provide any information of value for the nation."

The respondents quoted above are all experienced writers and researchers. Their perception is that funding sources, for one reason or another, are unfair to Black researchers in awarding grants to support Black oriented research.

Discrimination Based on Race

Discrimination as a contributing factor with respect to the paucity problem has its origins in the days of *de jure* segregation, but a very substantial residue of the practices developed during this period are still evident, as the litigation in the case of *Adams v. Califano* has revealed. The essential point is that Blacks have been systematically excluded, over the years, from educational policy making -- specifically from educational governing boards of various types and from the staffs of such boards, and until relatively recently, from many State legislatures and the boards of major voluntary educational associations, including accrediting associations. This exclusion has, doubtless, discouraged scholarly inquiry into this critically important area.

The respondents emphasized the importance of the discrimination problem in different ways:

1. "Also we have not had a fund of experiences in formulating educational policy. We have implemented it, administered it, sought policy changes and even circumvented policies which were evil but we were not permitted to formulate policy."

2. "Traditionally, Blacks have not been involved in making public policy relating to the educational needs of Blacks. The exclusion has inhibited the development of interest among Black scholars in this area as a subject for research."

3. "...there has been very little Black involvement at the policy level in education. Therefore, Blacks have had little or no participation in policy making. Accordingly, they have limited or no access to pertinent information."

4. "The most critical factor (where the paucity problem is concerned) may be the historical reality of the locus of power in formulating public policy in this area. Public policy has not been the result of Black input and effort, but rather the result of white decision-making. The majority have decided educational policy for the minority... In the face of this dead end for educational research efforts relating to Black educational needs, there has been little incentive for Black scholars."

As indicated earlier, the discrimination problem is diminishing but its residue, when considered along with the other impeding problems, cannot be ignored.

Publishers and Publications

Few things kill the urge to research educational problems in depth as the refusal by publishers and publications to publish the results. Respondents indicated that difficulty in getting the results published is a significant part of the paucity problem. Stated another way, getting studies published in an appropriate place is a part of the reward system for researchers -- a very important incentive. Comments from respondents indicate their perceptions of the problems:

1. "The paucity of research by black scholars can be traced to the paucity of the ingredients of such research. These can be referred to as the three 'Ps'. They are positions, patrons and publishers...researchers need publishers for their monographs and papers and books. There were some outlets of this sort in the 1960's when concern was great but interest in such manuscripts seems to have lessened considerably."

2. "Some journals brush aside certain racial investigations as polemical or unscientific."

3. "Another reason (for the paucity) would relate to limited opportunities for publication and dissemination of such research. Leading journals were not aggressive in soliciting articles describing such research, and some exhibited no interest whatever. Blacks desiring to publish tended to study and write in areas other than questions of public policy relating to educational needs of Blacks.

4. "I had a publisher that rejected a manuscript indicating that my book on Black Colleges in America would be more attractive if I had concluded that Black colleges ought not to exist. Another publisher said that my study of Black families by social class would be of interest if I also had a chapter on the implications of my findings for whites."

5. "If we succeed in getting the research and writing done, we will need more publication sources. Many Blacks are experiencing great difficulty in getting their work published at this point in time."

With one exception, all of the comments quoted above are from authors of one or more published books.

RECOMMENDATIONS

The suggested ways and means for stimulating and encouraging more research by Blacks on policy questions relating to the educational needs of Blacks involve, essentially, the removal of the reasons for the paucity set forth in this paper and the institution of an effective program of incentives. The reasons for the paucity are obviously deep-rooted and complex and therefore require interventions that go far beyond business as usual. Some must be obviously long-range in character and others short-range but, in sum, they must be equal to the dimensions of the depth and complexity of the problem.

Nothing substantial is likely to happen with respect to the stimulation, and encouragement of more of the desired research unless and until there is a genuine commitment and resolve on the part of Black leadership -- educators, political leaders, major Black organizations such as the NAACP, the Legal Defense Fund, the National Urban League, the National Association for Equal Opportunity in Higher Education and the United Negro College Fund -- to make something substantial happen. They must provide and sustain the initiative: "remind", urge, persuade, pressure, and require as may be appropriate for their respective roles. If they do not, there is no believable reason that others will. Naturally, they cannot carry the burden alone; they will need the help of foundations and the Federal government which should, by all means, set the emulative example for the States, the major research universities, organizations devoted to policy research, the various boards that govern or coordinate higher education, all of which are in a position to contribute to the solution of the problem.

Specific recommendations with respect to ways and means are presented below:

I. THAT SPECIFIC STEPS BE TAKEN TO INCREASE THE POOL OF BLACKS WHO ARE COMPETENT TO CONDUCT POLICY RESEARCH ON QUESTIONS RELATING TO THE EDUCATIONAL NEEDS OF BLACKS.

This is an obvious first step and can be approached in a variety of ways, one of which is increasing the number of Black Ph.D's. This can be done by a program of carefully awarded fellowships, limited to the disciplines that provide the training for the researchers.

This is a long-range solution -- too long to have a near future impact. Nevertheless, it must be a part of any permanent solution.

The pool of competent researchers can, of course, be increased far more rapidly by special programs, mainly at the doctoral level, designed for the express purpose of developing competent reseachers. Examples of such programs include the Hampton Institute-University of Michigan Program for Training Minority and Women Researchers, supported by the National Institute of Education. "This program is designed to provide research training and collaborative support for nine members of the Hampton Institute faculty and three Michigan graduate students."* The program is especially imaginative in the sense that it provides three different types of team approaches for the training:

1. A team that includes a Hampton Institute faculty member and a junior University of Michigan faculty member working with a senior Michigan researcher;

2. A team that includes a Hampton Institute faculty member, a Michigan graduate student and a senior research Michigan researcher;

3. A team that includes a Hampton faculty member and a Michigan senior researcher.

The work is done part-time during the academic year and full-time during the summer with the opportunity for the Hampton Institute faculty to pursue research training courses at Michigan. Another commendable feature of the program is that it provides a mentor relationship with a senior researcher.

Virginia Union University also has a special program supported by the National Institute of Education.

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*From the Abstract of the approved proposal.

Its purposes are to stimulate increased participation of minorities and women in educational research through short term workshops and seminars and to enable persons with minimal advanced experience in research to engage in significant research studies unique to their home college or university.*

Programs such as those described above, if significantly increased in number, will help to increase, substantially, the size of the pool of competent Black researchers. However, "Individual black scholars", as one respondent states it, "need opportunities to engage in postdoctoral research. They particularly need association with some of the major research centers and laboratories which specialize in bringing together scholars from a variety of disciplines for mutual stimulation and consideration of the frontier issues in the various fields." In this connection, the Ford Foundation has taken a major step in precisely the right direction: It has established a new postdoctoral program in research for minorities that will be conducted by the National Academy of Sciences. The Foundation has made recent grants for the support of this new program in the amount of $1.6 million.

In addition to the effort of the Ford Foundation, the Experimental Program for Opportunities in Advanced Study and Research in Education of the National Institute of Education should be greatly expanded, especially for minorities. The National Science Foundation and other agencies of the federal government should develop their own special efforts. They could, for example, provide adequately supported internships at places such as the Brookings Institution and the Rand Corporation, among others.

II. THAT A SPECIAL EFFORT BE MADE TO IDENTIFY PREDOMINANTLY BLACK INSTITUTIONS WHERE MAJOR RESEARCH ON THE EDUCATIONAL NEEDS OF BLACKS CAN BE CONDUCTED.

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*For the Hampton Institute-University of Michigan project, Dr. Betty M. Morrison serves as Director and Dr. William J. McKeachie, Co-Director. Dr. Ronald Braithewaite of Hampton Institute serves as Associate Director. Dr. James B. Gunnell directs the project at Virginia Union University.

It was noted earlier that the greatest concentration of Black faculty is in Black institutions. This will probably continue to be the case for some time to come, given the rate at which white institutions hire Black faculty. But it was also pointed out that the faculty loads in the Black institutions tend to be too heavy to expect serious research to be done -- meaning that the loads tend toward an average of 15 semester hours, rather than 12 or 9, plus the usual committee work. In addition, research is not extensively used in these institutions as a criterion for promotion. This, of course, makes sense if the conditions of service in these institutions do not support research.

However, the situation summarized above need not obtain in all institutions. This recommendation, therefore, calls for the identification of those stronger institutions which can, with modest assistance, provide the conditions where research on the educational needs of Blacks can take place. This could be accomplished by taking the following steps:

1. The establishment of a very limited number of Distinguished Research Professorships at each of the identified institutions, making certain that those appointed to these professorships possess demonstrated research competence;

2. Limiting the loads of the Distinguished Professors to approximately six semester hours per academic year or whatever the prevailing practice is in major research universities;

3. Providing adequate supporting funds for the projects undertaken.

The implementation of this recommendation, to be sure, will not be easy. It would, in the first place, require a firm commitment on the part of participating institutions to be rigorous in determining such appointments. Additionally, they would help to develop and guarantee conducive conditions of service and share the cost. Such an effort would, however, require external

support to attract and retain the highly qualified professors. The basic external support over say a five year period, subject to a renewal, would be an excellent project for a major foundation or a group of major foundations to undertake. If these things were done, the Distinguished Professors would be in a position to compete for relevant research grants -- provided they are fairly and equitably awarded.

An alternative to the Distinguished Professor approach, or in addition to this approach, would be the establishment of three to four adequately supported research centers in selected Black universities devoted to research on problems related to the educational needs of Blacks: One could be at Howard University,* one at Atlanta University, and one at Texas Southern University -- all institutions that now confer the Ph.D. degree. A division of labor with respect to the focus of each could be worked out. The qualifications for the senior researchers of the staff would be the same as those for the Distinguished Professors. Moreover, the approach to the problem and the institutional obligation to maintain conditions of service conducive to organized research would also be the same.

III. THAT THE FUNDING SOURCES, ESPECIALLY THE DEPARTMENTS AND AGENCIES OF THE FEDERAL GOVERNMENT AND THE MAJOR FOUNDATIONS RE-EXAMINE THEIR GRANT PATTERNS AND PROCEDURES WITH RESPECT TO EQUITY AND FAIRNESS WHERE RESEARCH RELATED TO THE EDUCATION OF BLACKS IS CONCERNED.

The pool of competent Black researchers could be very significantly increased and the institutions or centers in which the needed research could be conducted, identified and staffed, but there would still be no significant increase in the needed research without very significant increases in the number and size of the grants made available to Black researchers. Such increases are a remote possibility unless the grant patterns and procedures of Federal departments and agencies, as well as those of most

*For more information see Recommendation IV below with respect to the Institute for the Study of Educational Policy at Howard University.

of the major foundations, are fundamentally changed. The changes, in the judgement of this writer, must involve at least the following:

1. More sensitivity on the part of non-minority members of Federal agency staffs to racial equity in the awarding of grants and contracts;

2. More adequate representation of Blacks on the advisory committees and Boards that make the policies and approve the major grants;

3. More adequate representation of Blacks on the staffs of the Federal departments and agencies because the staffs play a significant role in the recommendation of grant awards;

4. More adequate representation of Blacks in the "peer" review procedure.

The problem of adequate representation on advisory committees is not new. The Southern Education Foundation called attention to the seriousness of the problem nearly a decade ago:

> "Thus in 1971 there were 321 committees at H.E.W., with 3500 members. On 180 of these committees, there was no minority representation; another 124 had two or less minority members. Over at the National Institutes of Health there were 2000 persons serving on 180 committees. Only 73 of those people, or 3.6 percent, were minority members."(Southern Education Foundation, 1972, p. 89)

The situation has of course improved where committees and Boards are concerned, but not enough. However, the peer review procedure, cited by several respondents as a serious barrier, involves extensive use of scholars from major universities whose perceptions and understanding of the roles and missions of Black colleges could scarcely be called adequate -- not to mention their understanding of the cumulative effects of deficit funding of these institutions over the years. Thus, proposals from Black colleges under these circumstances, have little chance of surviving. Moreover, the rejection rate has discouraged

their making applications. The net effect, in any event, has been that Federal agencies have obligated to Black colleges an extremely small percentage of the funds critical to increasing the pool of Black researchers and to the stimulation of more research by Blacks.

According to the latest FICE report (June 1979), Black colleges' share of Federal obligations averaged 4.8 percent in 1970. By 1977, they had reached 5.3. percent -- an increase of .5 percent in seven years. Tables I - II, inclusive, show the percentages for four of the most important agencies (The National Endowment for the Humanities, The National Aeronautics and Space Administration, The National Science Foundation and especially the National Institute of Education) for fiscal 1976, the transition quarter and fiscal 1977. Clearly, no substantial progress was made.

Since 1977, the National Institute of Education has taken some major steps which should stimulate more research on the part of Blacks and other minorities:

1. The National Council on Educational Research, the policy making body for N.I.E., has made a policy commitment to increase the participation of minorities and women in the research it supports:

   > It shall be the policy of the National Institute to increase the participation of minority persons and women in the research and development efforts of the nation through ensuring that qualified minority firms and individuals and qualified women are given informed opportunity to participate in N.I.E. programs, and through efforts to increase the numbers, qualifications and performance of minority firms and individuals and women engaged in R&D. (NIE, 1979, p.1)

TABLE 1 COMPARATIVE OBLIGATIONS OF SELECTED FEDERAL AGENCIES TO BLACK COLLEGES, FISCAL YEAR 1976

AGENCY	TO ALL COLLEGES	TO BLACK COLLEGES	PERCENT TO BLACK COLLEGES
National Endowment for the Humanities	$ 35,853,000	$ 407,000	1.1
National Institute of Education	11,111,000	122,000	1.1
National Science Foundation	496,326,000	4,572,000	.9
N A S A	118,886,000	2,194,000	1.8

TABLE 2 COMPARATIVE OBLIGATIONS OF SELECTED FEDERAL AGENCIES TO BLACK COLLEGES, FISCAL YEAR TRANSITION QUARTER

AGENCY	TO ALL COLLEGES	TO BLACK COLLEGES	PERCENT TO BLACK COLLEGES
National Endowment for the Humanities	$ 9,526,000	$ 111,000	1.2
National Institute of Education	3,378,000	-0-	-0-
National Science Foundation	115,510,000	147,000	.1
N A S A	27,586,000	473,000	1.7

TABLE 3 COMPARATIVE OBLIGATIONS OF SELECTED FEDERAL AGENCIES TO BLACK COLLEGES, FISCAL YEAR 1977

AGENCY	TO ALL COLLEGES	TO BLACK COLLEGES	PERCENT TO BLACK COLLEGES
National Endowment for the Humanities	$ 40,735,000	$ 796,000	1.9
National Institute of Education	12,866,000	94,000	.7
National Science Foundation	565,820,000	5,271,000	.9
N A S A	120,955,000	3,031,000	2.5

Source: Federal Interagency Committee on Education, Federal Agencies and Black Colleges: Fiscal Years 1976 and 1977, Volume 6, No. 2, June 1979.

2. The number of leadership positions held by minorities has increased from 2 in 1977 to 8 in 1979 -- a percentage increase from 4 to 21, and of the top 16 leadership positions, none were held by minorities in 1977 but in 1979, minorities held 5 of the 16 top positions*

3. During the past two years (1978 and 1979), 22 percent of the 608 reviewers have been Black.*

4. Three of the 14 members on the National Council of Educational Research are now Black.*

5. Research grants to Black colleges have increased from zero in the transition quarter to $609,792 in 1979.*

What may be needed on the part of all Federal agencies is a policy that would assure a more equitable distribution of Federal funds to Blacks and Black institutions. For the crux of the problem is that the discrimination of the past (and for some the present) prevents their sharing in funds for which a high level of excellence is a major criterion, with little or no chance for achieving the required degree of excellence without access to such funds. What it amounts to is an educational "Catch-22" situation.

IV. THAT FOUNDATIONS INCREASE THEIR SUPPORT TO EXISTING INSTITUTES HAVING AS THEIR MISSION THE STUDY OF PROBLEMS RELATED TO THE EDUCATIONAL NEEDS OF BLACKS

The Institute for the Study of Educational Policy at Howard University, supported in a major part by the Ford Foundation, has demonstrated its capacity and competence to conduct research related to the educational needs of Blacks. But with more adequate financial support, it could enlarge its staff and attack a much wider range of problems. The mission of this institute is limited to the higher education of Blacks.

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*Excerpted from: Minorities and the National Institute of Education: A Progress Report", Unpublished Mimeographed Report, 1979.

The Institute for Services to Education, also in Washington, has limited support from the Carnegie Corporation but is struggling for survival. It is currently involved in major research designed to improve the cognitive skills of Black students -- a vitally important problem especially for very large numbers of Black students. This Institute, with adequate financial support, could not only make an important contribution in the cognitive area but in other problem areas as well. But funding is its critical problem.

There are, of course, others -- including the Center for Independent Studies of the Robert R. Moton Institute. These Institutes could generate more of the desired research <u>now</u>.

V. THAT GRADUATE SCHOOLS IN MAJOR UNIVERSITIES, ESPECIALLY THE RESEARCH UNIVERSITIES, RE-EXAMINE THEIR ATTITUDES REGARDING RESEARCH RELATING TO THE EDUCATIONAL PROBLEMS AND NEEDS OF BLACKS -- BOTH WITH RESPECT TO RESEARCH OFFERED IN PARTIAL FULFILLMENT OF THE REQUIREMENT FOR DOCTORAL DEGREES AND AS A CRITERION FOR THE PROMOTION OF BLACK FACULTY.

The responsibility for the stimulation and encouragement of more research by Blacks relating to the educational problems and needs of Blacks should not rest solely with Black institutions and Black centers. The graduate schools in major universities can and should help to provide incentives for such research by lending their considerable prestige to the thorough investigation of such problems. There are, to be sure, several reasons for their doing so:

1. About 70 percent of the Black students, now enrolled in higher education, are enrolled in predominantly white institutions.

2. The number of Black faculty in these institutions, assuming a decrease in discrimination, will undoubtedly increase substantially over the coming years.

3. There is a serious need for fresh and imaginative approaches to investigations affecting the education of Blacks and to

the analyses and interpretation of existing data related to the problems.

The fact that a problem has been investigated by David Riesman, Christopher Jencks or James Coleman or any other well known white scholar should make no difference if the hypotheses being tested are new, or serious questions with respect to the quality of the data are raised, or fresh interpretations are being sought. Moreover, Blacks have far better access, by and large, to Blacks in the conduct of research than whites. The respondent who stated that minority researchers ask different questions of the same data is, of course, correct. But it is also true of majority researchers. For example, James Kenneth Galbraith, Walter Heller and Milton Friedman, all distinguished economists, by no means speak in unison with respect to the same economic phenomena or data.

It is imperative for white scholars to bear in mind that the education of Blacks in America has been determined largely by white perceptions of their educability and of their role in the society. The notion that "industrial" education was the education for Blacks was driven as much by the belief of whites in the uneducability of Blacks as the eloquence of Booker T. Washington. It was no accident, therefore, that no State supported liberal arts college for Blacks existed before what has become North Carolina Central University was purchased by the State of North Carolina in the 1920's and what has become Morgan State University was purchased by the State of Maryland in the 1930's.

It should be thoroughly understood that the foregoing argument is not a plea for acceptance of research by Blacks on Black problems, irrespective of quality; it is rather an argument for the full recognition of problems relating to education of Blacks as a legitimate area of research by Blacks, both for dissertational research and for use as a criterion for promotion and tenure. Furthermore, it would be a disservice to Blacks, the integrity of the universities and the causes served by research if investigations are not held to the highest standards.

VI. THAT STEPS BE TAKEN WHEREVER NECESSARY TO ASSURE APPROPRIATE REPRESENTATION OF BLACKS ON THE ADMINISTRATIVE STAFFS AND BOARDS OF EDUCATIONAL ORGANIZATIONS THAT MAKE AND ADMINISTER EDUCATIONAL POLICIES.

Several respondents identified the lack of participation in the policy making process and the lack of access to the information essential to the process as contributing causes of the paucity of policy research conducted by Blacks on Blacks.

It is a well known fact that very few Blacks are represented on the administrative staffs of State-wide boards of postsecondary education, or of the individual predominantly white universities -- especially in those States that operated dual systems of education. The criteria developed in 1977 for the desegregation of the State systems of higher education involved in the Adams v. Califano case address the underrepresentation of Blacks with respect to both staffs and governing boards:

> To achieve the desegregation of the faculty, administrators, other personnel and governing boards, each plan shall:
>
> A. Adopt the goal that the proportion of Black faculty and of administrators at each institution and on the staffs of each governing board, or any other state higher education entity, in positions not requiring the doctoral degree, shall at least equal the proportion of black students graduating with master's degrees from institutions within the state system, or the proportion of Black individuals with the required credentials for such positions in the relevant labor market area, whichever is greater.
>
> B. Adopt the goal that the proportion of Black faculty and of administrators at each institution and on the staffs of each governing board or any other state higher education entity, in positions requiring the doctoral degree, shall at least equal the proportion of Black individuals with the credentials required for such positions in the relevant labor market area. (Fields, 1977, p. 6)

If enforced, these criteria could help to increase the participation of Blacks in the policy development process and improve their access to the relevant data. However, similar or some other appropriate action may need to be taken in non-Adams states. What applies to the States, applies equally to all the Federal agencies concerned with education.

The problem has been one of both intended and unintended discrimination. Their effect, however, is the same. It is not likely to be corrected without conscious affirmative action. State master plans, for example, should state as a realistic goal the proportionate representation of Blacks (and other minorities) on administrative staff at both the institutional and system levels. Where Federal agencies are concerned, the President, by executive order, if necessary, should require boards and agencies to have at least proportionate Black representation.

VII. THAT PUBLISHERS AND EDITORS OF EDUCATIONAL BOOKS AND JOURNALS BE URGED TO RECOGNIZE THAT RESEARCH BY BLACKS ON THE EDUCATIONAL PROBLEMS OF BLACKS IS IMPORTANT NOT ONLY TO THE LARGEST MINORITY IN THE NATION BUT ALSO TO THE NATION AS A WHOLE AND, THEREFORE, WARRANTS MORE EQUITABLE TREATMENT IN THEIR PUBLICATIONS.

One of the strongest incentives for engaging in research is reasonable assurance that such research has a reasonable chance, based on its intrinsic merit, to be published in an appropriate publication and that it will not be rejected for racial or other frivolous reasons. Educational periodicals are usually non-profit enterprises and should consider the larger purposes to be served by the articles they publish. University Presses are, in many instances, subsidized operations -- in the case of public institutions, from public funds. Their subsidization is justified by their mission to make available to scholars and the larger public those publications that contribute in some significant way to the understanding of the human condition. Thus both educational journals and university presses have a serious obligation to consider, on their merit and importance, studies by Blacks on important educational problems affecting Blacks.

Commercial publishers, as profit making corporations, have understandable reasons for rejecting manuscripts that in their judgments, will not sell. On the other hand, they

have no understandable reason for requesting authors to manipulate data or "doctor" conclusions as a condition for publishing their books. In any event, commercial publishers should, as a service to the larger public, carefully assess manuscripts submitted by Black scholars with a view toward their publication if there is a reasonable chance that they will, with adequate promotion, sell.

Conclusion

This paper has shown that there are deep-rooted reasons for the paucity of research by Blacks on questions of public policy relating to the educational needs of Blacks -- reasons that will persist under business-as-usual conditions. Therefore, the seven specific recommendations suggested for the elimination of these reasons and to provide the necessary incentives will require responsible initiatives and monitoring by Black leadership, by responsible government officials at the State and Federal levels, by educational leaders, particularly in the major universities and State boards of higher education, and by editors and publishers of educational journals and books.

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APPENDIX

A. ADVISORY COMMITTEE MEMBERS

B. COMMITTEE STAFF

C. COMMITTEE CHARTER

APPENDIX A

ADVISORY COMMITTEE MEMBERS

The National Advisory Committee on Black Higher Education and Black Colleges and Universities was established in December 1976 to examine all approaches to the higher education of Black Americans as well as the historically Black colleges and universities and then to make recommendations to the Secretary of Health, Education, and Welfare, the Assistant Secretary for Education, and the Commissioner of Education in 12 specific areas.

Although the Committee was established in December 1976, the Notice of Establishment was not published in the Federal Register until June 21, 1977, and the initial meeting was held in September 1977, nine months after it was established for a period of two years.

As required by its Charter, the membership consists of members knowledgeable about the higher education of Blacks, the historically Black colleges and universities, and the economic, educational, societal, and political realities in which public policy is made.

MEMBERSHIP

Dr. Elias Blake, Chairperson
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Mrs. Cecile M. Springer*
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Dr. Kenneth Tollett
Director, Institute for the Study of Educational Policy
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Washington, D. C. 20008

(One Vacancy)

*Mrs. Cecile M. Springer was appointed March 1979.

APPENDIX B

COMMITTEE STAFF

Program Delegate

Carol J. Smith

Senior Researchers

Alfred L. Cooke
Linda J. Lambert
Glenda Partee-Scott

Support Staff

Linda E. Byrd
Mae H. Carter
J. Christopher Lehner
Patricia S. Lucas
Pamela Marshall
Jacqueline Meadows
Mary L. Nails
Jo Ann Phillips
Charlotte Thompson
Richard Weise

APPENDIX C

COMMITTEE CHARTER

THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D. C. 20201

CHARTER

NATIONAL ADVISORY COMMITTEE ON BLACK HIGHER EDUCATION AND BLACK COLLEGES AND UNIVERSITIES

PURPOSE

The Secretary is responsible for the administration of various higher education and civil rights programs mandated by statutes as these affect the general population. Administration of these programs involves a setting of priorities and an understanding of interlocking social, political, and economic complexities affecting black Americans. The Secretary requires the advice and recommendations of persons knowledgeable of the impact of the mandated programs on the higher education of black Americans in order to fulfill his responsibilities under statutes effectively.

AUTHORITY

20 USC 1233a.

This Committee is governed by the provisions of Part D of the General Education Provisions Act (P.L. 90-247 as amended; 20 U.S.C. 1233 et seq.) and the Federal Advisory Committee Act (P.L. 92-463; 5 U.S.C. Appendix I) which set forth standards for the formation and use of advisory committees.

FUNCTIONS

The Committee advises the Secretary of Health, Education, and Welfare, the Assistant Secretary for Education, and the Commissioner of Education. The Committee shall examine all approaches to higher education of black Americans as well as the needs of historically black colleges and universities and in particular shall advise and make recommendations in these areas:

(1) in the identification of the several courses of action to raise substantially the participation of blacks in all forms of productive postsecondary education;

(2) in the development of alternatives sensitive to the special needs, deprivations, and aspirations of black youths;

(3) in the analysis of and planning for the future role and healthy development of the historically black colleges and their relationship to expanding the numbers of blacks enrolled in higher education nationally and regionally;

(4) in the development of a research base to support the definition of equity, the expansion of existing research, and the commissioning of original empirical research;

(5) in the stimulation and encouragement of more scholarship and research by blacks on questions of public policy relating to the educational needs of blacks and the promotion of these results at the Federal, regional, and State levels;

(6) in the evaluation and monitoring of the impact of Federal, regional, or State efforts in the public and private sectors in improving the status of blacks in higher education;

(7) in the evaluation and monitoring of current and developing Federal, regional, or State policies designed to equalize educational opportunities for blacks and improve access for larger numbers of blacks in higher education;

(8) in the development of approaches to the financing of the neediest students and the institutions with the heaviest concentrations of blacks;

(9) in the development of means to increase access, retention, and graduation of blacks from institutions of higher education;

(10) in the development of alternative ways of increasing the numbers of blacks entering and completing graduate and professional degree programs;

(11) in recommending a twenty-five year plan for increasing the quality of black higher education and the numbers of black Americans able to participate more fully in American society because they have successfully completed such education;

(12) in the assessment of the resultant implementation of policy decisions and recommendations.

STRUCTURE

The Committee shall consist of fifteen (15) members appointed by the Secretary for terms not to exceed three (3) years. The Secretary shall designate one of the fifteen (15) members as the Chairperson. Members shall be persons who are knowledgeable about the higher education of blacks, the historically black colleges and universities, and/or the economic, educational, societal, and political realities in which public policy is made. At least five of the fifteen members of the Committee shall be presidents of black colleges and at least one member shall be from the business sector.

Management and staff services shall be provided by the Delegate to the Committee appointed by the Deputy Commissioner for Higher and Continuing Education.

MEETINGS

The Committee shall meet not less than four times each year with the advance approval of the Commissioner or his designee. The Commissioner or his designee shall approve the agenda for each meeting. Meetings shall be open to the public except as may be determined otherwise by the Commissioner. Public notice shall be made of all Committee meetings. A Federal official shall be present at all meetings. Meetings shall be conducted, and records of proceedings kept, as required by applicable laws and Department regulations.

COMPENSATION

Members of the Committee who are not full-time employees of the Federal Government shall be entitled to receive compensation at a rate of $100 per day, plus per diem and travel expenses in accordance with Federal Travel Regulations.

ANNUAL COST ESTIMATES

Estimated total annual cost for operating the Committee, including compensation and travel expenses for members and consultant services and research, but excluding staff support is $60,000. Estimated person-years of staff support is five at an annual cost of $75,000.

REPORTS

The Committee shall submit to the Congress on or before June 30 of each year an annual report which shall contain as a minimum a list of the names and business addresses of the Committee members, a list of the dates and places of the meetings, the functions of the Committee, and a summary of Committee activities and recommendations made during the year. Such report shall be transmitted with the Commissioner's annual report to Congress.

A copy of the annual report shall be provided to the Department and Office of Education Committee Management Officers.

Nothing herein shall be interpreted as precluding intermittent special reports and recommendations throughout the year.

DURATION

Unless renewed by appropriate action prior to its expiration, the National Advisory Committee on Black Higher Education and Black Colleges and Universities shall terminate December 22, 1979.

APPROVED:

DEC 7 1978
Date

Secretary

* U. S. GOVERNMENT PRINTING OFFICE : 1980 620-670/759